

MCPB
Item #10
12/20/01

December 14, 2001

MEMORANDUM

TO: Montgomery County Planning Board

VIA: Charles R. Loehr, Director *CR*
Department of Park and Planning

FROM John A. Carter, Chief *JAC*
Community-Based Planning Division

Glenn Kreger, Team Leader, Silver Spring/Takoma Park *GK*
Community-Based Planning Division

SUBJECT: Proposed Amendment to the Master Plan for Historic Preservation for the
Canada Dry Bottling Plant, 1201 East-West Highway

RECOMMENDATION

Decline to transmit to the County Council the proposed Amendment to the Master Plan for Historic Preservation; address the retention of any architectural elements of the existing building that the Planning Board considers to be important at project plan/site plan.

INTRODUCTION

Process

The Silver Spring Historical Society nominated the Canada Dry site in November 2000. The Historic Preservation Commission (HPC) conducted a public hearing on the proposal in August 2001, and endorsed designation of the site in September. The Public Hearing (Preliminary) Draft Amendment that was the subject of the Planning Board's public hearing on November 15 is included as Attachment 1.

Attachment 10 summarizes the testimony received at the Planning Board's public hearing on the proposed amendment; copies of the testimony are also attached. The Board must now decide whether or not to support designation of the Canada Dry

property. If the Board declines to support designation, no further action is necessary; the proposal to designate Canada Dry would be rejected. If the Board supports designation, the proposal would be transmitted to the County Council as the Planning Board (Final) Draft Amendment. (*"If the Planning Board decides to place the historic resource on the Master Plan, it will then recommend a Master Plan Amendment to the County"* -- excerpt from the Master Plan for Historic Preservation.)

The primary responsibility of the Planning Board is to balance the goals and objectives in the applicable Master or Sector Plan with the recommendation by the HPC for designation. The Planning Board may also consider the nomination for historic designation using the preservation criteria, although this is the primary responsibility of the HPC.

Site Location and Context

The 3.02-acre Canada Dry property is located in the Silver Spring CBD between East-West Highway and the railroad tracks, about 1800' from the Silver Spring Metro station (Attachment 2). The NOAA complex adjoins the property to the west. (The last phase of NOAA will be a multifamily residential building.) Adjoining the property to the east is the future site of the Silver Spring Innovations Center (aka, the incubator) being planned by Montgomery County and The JBG Companies. Directly across East-West Highway from Canada Dry is Acorn Park and an auto repair shop. The Blair Park apartment complex and the Discovery Technology Center in the former Caldor building are also located across the street from Canada Dry.

Building Description

The 107,126-square foot Canada Dry Bottling Plant is a familiar sight along East-West Highway and along the railroad tracks, partially due to two large neon Canada Dry signs. Constructed in 1946 in the Art Moderne style, the plant was one of several industrial buildings in Silver Spring. (A Coca-Cola bottling plant and the National Institute of Cleaning and Dyeing were among the industrial buildings in this general area.) The building is constructed largely out of yellow bricks. The most prominent design element is a two-story, glass block rotunda at the east end which appears to be in good condition. The rear portion of the bottling plant was removed in 1974 for Metro construction. A large parking lot occupies the front part of the site along East-West Highway.

Consistency with Sector Plan Guidance

The staff finds that the HPC's recommendation for designation of the entire bottling plant building, the two Canada Dry signs, and the entire property as the environmental setting is not consistent with the Silver Spring CBD Sector Plan.

The 1993 Silver Spring CBD Sector Plan refers to this area as the "East-West Promenade." The *February 2000 Approved and Adopted Silver Spring CBD Sector Plan* locates the Canada Dry site within the South Silver Spring Revitalization Area (Attachment 3). This revitalization area is characterized by underutilized buildings and

the need for new economic activity, including commercial improvements along East-West Highway (Page 50 of Sector Plan).

The current Silver Spring CBD Sector Plan called for the Canada Dry property to be rezoned from CBD-R2 to CBD-2 to increase the range of redevelopment options. The Sector Plan also recommended a new Ripley/South Silver Spring Overlay Zone in order to encourage redevelopment “by providing more flexibility in the development standards and the range of permitted uses.” The Overlay Zone, which was implemented via a Zoning Text Amendment, contained specific incentives to encourage the demolition of vacant buildings. The rezoning of the Canada Dry site to CBD-2 with the Overlay Zone was implemented through Sectional Map Amendment in July 2000. The HPC recommendation will substantially restrict the density recommended in the Sector Plan for this important site near the Silver Spring Metro station.

Like the 1993 Sector Plan, the current Sector Plan calls for a Promenade streetscape treatment along East-West Highway (Attachments 4 and 5). The Plan also calls for right-of-way dedication along Canada Dry’s road frontage (Attachment 6). The goal of the Sector Plan was to create a roadway section and streetscape consistent with the roadway that now exists in front of NOAA. In addition, the Sector Plan’s general planning and urban design principles recommend an attractive pedestrian environment and the placement of activating uses along the street wherever possible. The HPC recommendation does not consider these Sector Plan requirements.

Consistency with Previous Development Approvals

The HPC recommendation is not consistent with previous development approvals. In 1993, the Planning Board approved a Project Plan under the CBD-R2 zone for a 645,000-square foot optional method project including 576 multifamily dwelling units and a small amount of retail and community space. The HPC did not comment on designation. However, *the Planning Board did require the “incorporation of elements of the original Canada Dry building façade such as the rotunda, the yellow brick and the curved wall” into the building design prior to site plan approval (Attachment 7).* A detailed Site Plan was approved in 1996.

The plans for redevelopment of the Canada Dry site were never recorded, and they ultimately expired. The current owner of the site acquired the property in order to construct a telecommunications facility. However, plans for such development were not submitted for approval. There are currently no approved plans for construction on the Canada Dry site.

Redevelopment Options

At least three redevelopment options were examined for the Canada Dry Bottling Plant Building and the environmental setting. Drawings and site data for each option are included as Attachment 8. The following paragraphs briefly describe each of the options.

Scenario 1: HPC Recommendation

The key features of the recommendation by the Historic Preservation Commission include the following:

- Preservation of the entire building
- Preservation of the entire site with a potential to reduce the environmental setting during review by HPC (illustrated in Attachment 8 as Scenario 1)
- Preservation of the two, building signs

This recommendation would require reuse of the existing building including the two-story office, one-story bottling area, and outdoor metal storage building. Development would be limited to the area within the existing parking area or above the existing one-story bottling area. Canada Dry signs located above the office entrance and along the railroad tracks would remain. Additional setbacks from the right-of-way for augmented streetscape (e.g. double row of street trees and streetlights as completed in the NOAA project) along East-West Highway required in the Silver Spring Sector Plan would reduce the environmental setting, and they were not considered. This recommendation is not consistent with the Sector Plan goals that direct a substantial increase in density near the Silver Spring Metro station. The present owner and contract purchaser oppose this option.

Review Process: Final approval by HPC with recommendations from the Planning Board.

Scenario 2: Partial Designation

In contrast to the HPC recommendation, this option would allow partial preservation. This partial preservation option was suggested by two civic groups during the public hearing. Sketches were prepared which delineate this option. The key features of this option include the following:

- Preservation of only the two-story office portion of the building instead of the entire building
- Preservation of only the area in front of the office building along East-West Highway
- Preservation of the two, building signs

This recommendation would allow reuse of the two-story office portion of the existing building. The one-story bottling area, and outdoor metal storage building would be removed. A substantial portion of the site would remain for development. Additional setbacks from the right-of-way for augmented streetscape along East-West Highway were not considered, but this streetscape could be accommodated adjacent to the redevelopment area. The owner and contract purchaser oppose this option.

Review Process: Partial designation would create a hybrid process. Final approval of the reuse of the office building would be the primary responsibility of HPC with recommendations from the Planning Board. Approval of development on the remaining

portion of the site would be the primary responsibility of the Planning Board with recommendation by HPC.

Scenario 3: Staff Recommendation

In contrast to the HPC recommendation, this option would not require preservation.

The entire site would be available for redevelopment. The existing two-story office portion of the existing building, the one-story bottling area, and the outdoor metal storage building could be removed. The entire site would be available for development. This recommendation is consistent with the previous actions in the Approved and Adopted Silver Spring Sector Plan, and the approved Project Plan, Preliminary Plan and Site Plan. The requirements for substantial setbacks from the right-of-way and augmented streetscape along East-West Highway would be provided. This recommendation is consistent with the Sector Plan goals and objectives that direct a substantial increase in density near the Silver Spring Metro station. It is also the alternative with the highest level of economic feasibility. (See letters from Mr. Jervey and Mr. Lessard, included within Attachment 10 and Attachment 12, letter from Ms. Silber.)

Review Process: The Planning Board would have final approval responsibility. The conditions of approval could require the retention of architectural elements of the existing building that the Board considers to be particularly important.

ANALYSIS

Historic Preservation Issues

A. Master Plan for Historic Preservation

Preservation is only one of many legitimate public interests. According to the Master Plan for Historic Preservation, the Planning Board evaluates the proposed Amendment "considering the purposes of the [Historic Preservation] Ordinance, **and balancing the importance of the historic property with other public interests.**" These public interests include the goals of the Sector Plan and compatibility concerns. Accordingly, staff has weighed the historicity as described by the HPC against the other public interests discussed below, and based on its analysis, staff has recommended that the site's historic value is outweighed by the other public interests that would be achieved through redevelopment of the site.

The staff concludes that the proposed designation does not serve the public interest as fully as would implementation of the vision and goals for this area as expressed by the County Council through both the recently adopted Sector Plan and the Zoning Ordinance text for the Ripley/South Silver Spring Overlay Zone. Specifically, the proposed designation is inconsistent with the following:

1. The Smart Growth goals reaffirmed in the Sector Plan, which call for focusing density at locations near Metro. (See "Redevelopment Options," above.)
2. The Sector Plan recommendations concerning the provision of street-activating uses; restrictions on parking lots in front of buildings along major roadways; required street dedication along East-West Highway; and the "promenade" streetscape treatment along the roadway. All of these were not considered and become more difficult given the environmental setting that is a part of the proposed designation.
3. The specific goals for South Silver Spring that were expressed in the Sector Plan and implemented through the Zoning Ordinance in the form of a new Ripley/South Silver Spring Overlay Zone. The goals of the overlay zone were to make redevelopment easier (i.e., by providing more flexibility) **and to encourage the demolition of vacant buildings**. In fact, the density credit provisions of the overlay zone specified a deadline for demolition of vacant buildings to encourage such demolition as soon as possible.

B. Historic Preservation Ordinance

Two sections of the Ordinance speak to the process for amending the Master Plan for Historic Preservation. Section 24A-3 addresses the criteria for designating historic sites or districts (see Attachment 1). The HPC recommendation in favor of designation relies specifically on criteria 1a, 1d, 2a, 2b, 2c, and 2e. The HPC staff report and recommendation for designation is included as Attachment 11.

All of the criteria in Section 24A-3 are broadly written and subject to interpretation. With regard to the Canada Dry property, the historic merit of the site has been argued both ways. While the HPC and the Silver Spring Historical Society believe that the Canada Dry building played a significant role in County history and that Walter Monroe Cory was a "master architect," the architectural historian associated with the property owner has provided testimony which directly counters these views.

Section 24A-1 (Attachment 9) identifies a number of purposes which the preservation of resources seeks to accomplish. These include the need to strengthen the local economy and the need to stabilize and improve property values in and around such areas. Economic revitalization, of course, was the primary thrust of the Silver Spring CBD Sector Plan approved by the Council last year.

Canada Dry represents a key site on East-West Highway. In conjunction with the proposed incubator, reuse of the Canada Dry property will essentially finish this corridor. Historic designation of the entire building with a significant environmental setting will reduce development potential near the Silver Spring Metro station.

Adaptive reuse of historic structures is a niche that most developers are unfamiliar and/or uncomfortable with, i.e., it is not part of their usual product mix. Reusing the existing bottling plant is an architectural challenge and a financial challenge, both in terms of the funding needed to do such a project and the willingness of lenders to finance it. Historic designation involves a more complex regulatory environment with

regard to the additional approvals required from the HPC. It may also pose an image problem for entities that might occupy a renovated bottling plant: the required retention of the neon Canada Dry signs could easily conflict with the corporate identity of the building's new occupants.

The current property owner and a former contract purchaser of the site have already stated that the threat of designation was an important factor in terminating their development plans. The current contract purchaser has explained in a letter to the Planning Board why preservation of the Canada Dry building is not economically viable and why their interest in the site will disappear if it is designated. The staff finds the arguments in this letter to be compelling. We are very concerned that designating Canada Dry would narrow the pool of those who would be interested in acquiring and reusing the site, with the result that the property could sit abandoned for a significant period of time. Obviously, this would have a negative impact on local property values.

The staff is certainly aware that adaptive reuse of historic structures is possible and that there are many examples of where it has been done successfully. At the same time, we also believe that there is a tendency to minimize the difficulty and cost associated with such projects. County Executive Duncan has testified that the preservation and reuse of the Silver Theatre required millions of public dollars that will not be available to facilitate preservation of the Canada Dry bottling plant.

As proud as we all are of Silver Spring's ongoing revitalization, most of the recent development has been in the Core, not South Silver Spring. The staff contends that we do not have the luxury of making development in South Silver Spring more difficult. It would be inconsistent with the economic revitalization goals of the Sector Plan and the reason for implementation of the Ripley/South Silver Spring Overlay Zone.

CONCLUSION

Adaptive reuse of the Canada Dry property could still happen and we would certainly encourage it. However, the redevelopment of the Canada Dry site should be a regulatory matter between the Planning Board and the property owner. In our opinion, the Planning Board is best equipped to make decisions regarding the development of the site, particularly decisions regarding site planning, design of the public spaces, street-activating uses and streetscaping in the East-West Promenade. The Department of Park and Planning therefore recommends that the Planning Board reject the proposal to designate Canada Dry and decline to transmit the proposed amendment to the County Council. If the Planning Board wishes to retain any architectural elements of the existing building, appropriate conditions can be attached to the future project plan and/or site plan approvals.

Attachments:

1. Proposed Amendment to the Master Plan for Historic Preservation
2. Vicinity Map
3. Sector Plan Map: South Silver Spring Revitalization Area (p. 51)
4. Sector Plan Map: South Silver Spring Concept Plan (p. 55)
5. Sector Plan Figure: Promenade Streetscape Concept (p. 82)
6. Sector Plan Map: CBD Rights-of-Way (p. 110)
7. Excerpt from conditions of approval for Project Plan #9-92003
8. Analysis of Redevelopment Scenarios
9. Section 24A-1: Historic Resources Preservation, Purposes
10. Summary of November 15 public hearing testimony and copies of testimony
11. HPC Staff Report
12. Letter from representative of property owner (AT&T)

M-NCPPC



MONTGOMERY COUNTY DEPARTMENT OF PARK & PLANNING

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

8787 Georgia Avenue
Silver Spring, Maryland 20910-3760

MCPB
11/15/01
Item #12

MEMORANDUM

TO: Montgomery County Planning Board

VIA: Jeffrey L. Zyontz, Chief, Countywide Planning Division
Gwen Wright, Historic Preservation Supervisor

FROM: Robin D. Ziek
Historic Preservation Planner

SUBJECT: *The Public Hearing (Preliminary) Draft Amendment to the Master Plan for Historic Preservation: Canada Dry Bottling Plant, Silver Spring, Maryland*

DATE: November 9, 2001

The Public Hearing (Preliminary) Draft Amendment to the Master Plan for Historic Preservation: Canada Dry Bottling Plant, Silver Spring, Maryland is attached. It reflects the recommendations of the Montgomery County Historic Preservation Commission (HPC) on this resource.

In accordance with the process for evaluation of historic sites in Montgomery County, the Historic Preservation Commission held a Public Hearing on September 24, 2001. A Commissioner will be present at the Board's Hearing on November 15th and will provide testimony about the HPC recommendation.

At the upcoming Public Hearing, the Planning Board will hear testimony on whether or not the **Canada Dry Bottling Plant (#36/44)**, at 1201 East-West Highway, Silver Spring should be designated as a *Master Plan* site in Montgomery County. The worksession on this amendment will be held in December and staff will submit a staff recommendation and response to Public Hearing testimony in the Board's packet for that worksession.

**PUBLIC HEARING
(PRELIMINARY) DRAFT**

**AMENDMENT TO THE APPROVED AND ADOPTED
MASTER PLAN FOR HISTORIC PRESERVATION IN
MONTGOMERY COUNTY, MARYLAND**

**CANADA DRY BOTTLING PLANT (#36/44)
1201 EAST-WEST HIGHWAY
SILVER SPRING, MARYLAND**

An amendment to the Master Plan for Historic Preservation; an amendment to the 2000 Silver Spring CBD Sector Plan; and an amendment to the General Plan for the Physical Development of the Maryland-Washington Regional District within Montgomery County, Maryland.

Prepared By:

THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION
Montgomery County Planning Board
8787 Georgia Avenue
Silver Spring, MD 20910-3760
October 2001

Reviewed By:

THE MONTGOMERY COUNTY EXECUTIVE
(Date to be established)

Approved By:

THE MONTGOMERY COUNTY COUNCIL
(Date to be established)

ABSTRACT

- TITLE:** Public Hearing (Preliminary) Draft Amendment to the *Master Plan for Historic Preservation: Canada Dry Bottling Plant, 1201 East-West Highway, Silver Spring, Maryland*
- AUTHOR:** The Maryland-National Capital Park and Planning Commission
- SUBJECT:** Public Hearing: (Preliminary) Draft Amendment to the *Master Plan for Historic Preservation: Canada Dry Bottling Plant, 1201 East-West Highway, Silver Spring, Maryland*
- DATE:** October 2001
- PLANNING AGENCY:** The Maryland-National Capital Park and Planning Commission
- SOURCE OF COPIES:** The Maryland-National Capital Park and Planning Commission
8787 Georgia Avenue
Silver Spring, MD 20910-3760
- NUMBER OF PAGES:** 2

ABSTRACT: This document contains the text, with supporting maps, for a proposed amendment to the *Master Plan for Historic Preservation in Montgomery County*, being also an amendment to the *2000 Silver Spring CBD Sector Plan* and the *General Plan (On Wedges and Corridors) for the Physical Development of the Maryland-Washington Regional District Within Montgomery and Prince George's Counties*. This amendment considers the addition of an individual historic site to the *Locational Atlas and Index of Historic Sites* and its potential designation on the *Master Plan for Historic Preservation*. The property is the Canada Dry Bottling Plant, at 1201 East-West Highway, Silver Spring, Maryland. If designated on the *Master Plan*, this resource would be protected under the County's Historic Preservation Ordinance, Chapter 24A of the Montgomery County Code.

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ELECTED AND APPOINTED OFFICIALS

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Steven Silverman, Vice-President
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Derick Berlage, Council member
Nancy Dacek, Council member
Howard A. Denis, Council member
Isiah Leggett, Council member
Marilyn J. Praisner, Council member
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COUNTY EXECUTIVE

Douglas M. Duncan

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Arthur Holmes, Jr., Vice-Chairman

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MASTER PLAN AMENDMENT PROCESS

Master Plans provide policy guidance concerning the private and public use of land, for use and reference by private landowners, public agencies, and interested parties generally. Every master plan amendment also amends the General Plan for Montgomery County. The process of initiation, review, and adoption of amendments is generally as follows:

Public Hearing (Preliminary) Draft Amendment

This document is a formal proposal to amend an adopted master plan. It is prepared by the Montgomery County Planning Board of The Maryland-National Capital Park and Planning Commission. Before proceeding to publish a final draft of the amendment, the Planning Board must hold a public hearing. After the close of the record of this public hearing, the Planning Board holds an open worksession to review the testimony, and to determine whether to make any revisions to the Public Hearing (Preliminary) Draft.

Planning Board (Final) Draft Amendment

This document contains the Planning Board's final recommendations. It is transmitted to the County Council for review. In addition, the County Executive is sent a copy and has sixty days in which to provide comments on the amendment.

The County Council typically schedules a public hearing on the Planning Board (Final) Draft Amendment. After the close of record of this public hearing, the Council holds an open worksession to review the testimony, and then adopts a resolution approving, modifying, or disapproving the amendment.

Failure of the County Council to act within the prescribed time limits constitutes approval of the plan amendment as submitted to the body which fails to act.

Adopted Amendment

The amendment approved by the County Council is forwarded to The Maryland-National Capital Park and Planning Commission for adoption. Once adopted by the Commission, the amendment officially amends the various master plans cited in the Commission's adoption resolution.

HISTORIC PRESERVATION MASTER PLAN AMENDMENT

The *Master Plan for Historic Preservation* and the *Historic Preservation Ordinance*, Chapter 24A of the Montgomery County Code, are designed to protect and preserve Montgomery County's historic and architectural heritage. When an historic resource is placed on the *Master Plan for Historic Preservation*, the adoption action officially designates the property as an historic site or historic district, and subjects it to the further procedural requirements of the Historic Preservation Ordinance.

Designation of historic sites and districts serves to highlight the values that are important in maintaining the individual character of the County and its communities. It is the intent of the County's preservation program to provide a rational system for evaluating, protecting and enhancing the County's historic and architectural heritage for the benefit of present and future generations of Montgomery County residents. The accompanying challenge is to weave protection of this heritage into the County's planning program so as to maximize community support for preservation and minimize infringement on private property rights.

The following criteria, as stated in Section 24A-3 of the *Historic Preservation Ordinance*, shall apply when historic resources are evaluated for designation in the *Master Plan for Historic Preservation*:

(1) Historical and cultural significance:

The historic resource:

- a. has character, interest, or value as part of the development, heritage or cultural characteristics of the County, State, or Nation;
- b. is the site of a significant historic event;
- c. is identified with a person or a group of persons who influenced society;
- d. exemplifies the cultural, economic, social, political or historic heritage of the County and its communities; or

(2) Architectural and design significance:

The historic resource:

- a. embodies the distinctive characteristics of a type, period or method of construction;
- b. represents the work of a master;
- c. possesses high artistic values;
- d. represents a significant and distinguishable entity whose components may lack individual distinction; or
- e. represents an established and familiar visual feature of the neighborhood, community, or County due to its singular physical characteristic or landscape.

IMPLEMENTATION OF THE MASTER PLAN FOR HISTORIC PRESERVATION

Once designated on the *Master Plan for Historic Preservation*, historic resources are subject to the protection of the Ordinance. Any substantial changes to the exterior of a resource or its environmental setting must be reviewed by the Historic Preservation Commission and an historic area work permit issued under the provisions of the County's Preservation Ordinance, Section 24A-6. In accordance with the *Master Plan for Historic Preservation* and unless otherwise specified in the amendment, the environmental setting for each site, as defined in Section 24A-2 of the Ordinance, is the entire parcel on which the resource is located as of the date it is designated on the Master Plan.

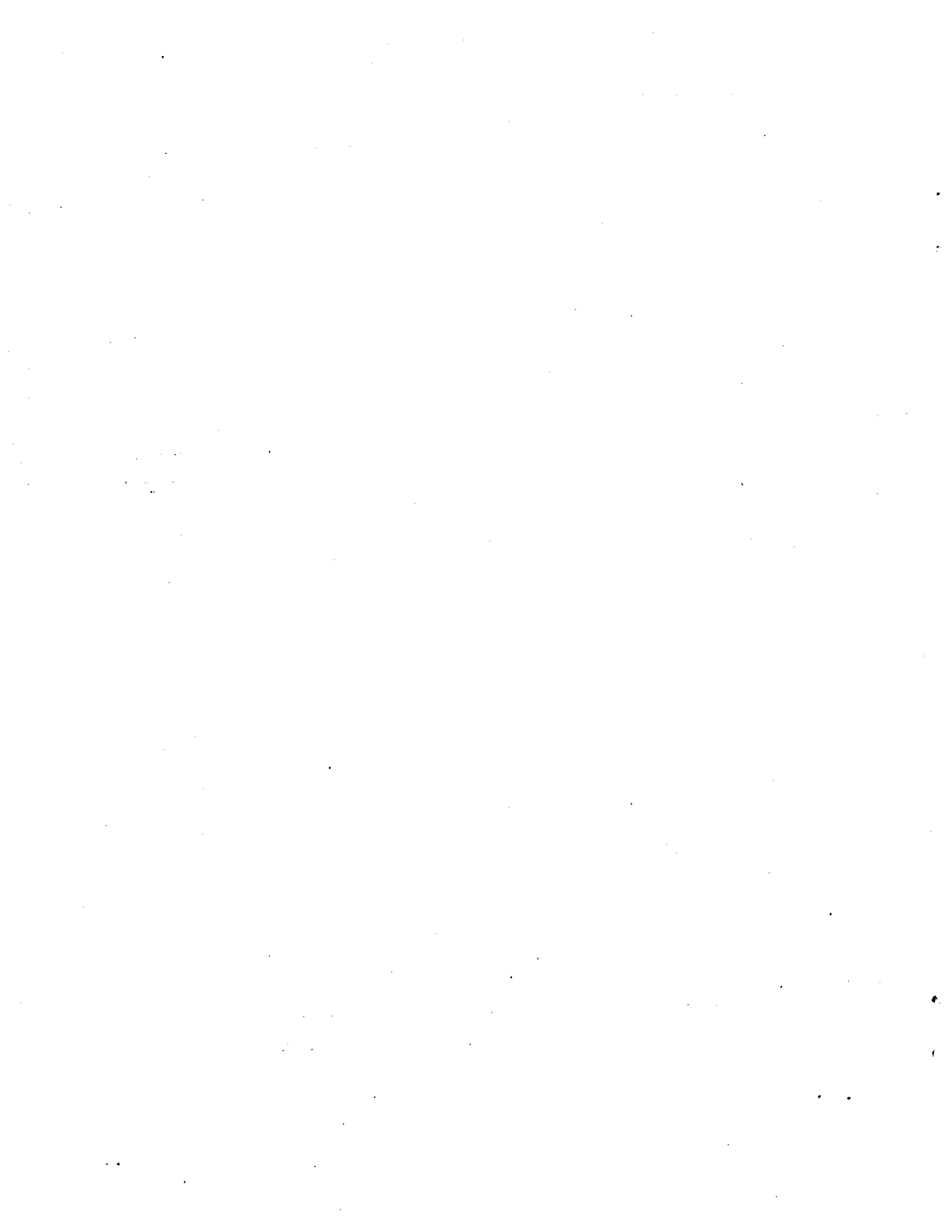
Designation of the entire parcel provides the County adequate review authority to preserve historic sites in the event of development. It also ensures that, from the beginning of the development process, important features of these sites are recognized and incorporated in the future development of designated properties. In the case of large acreage parcels, the amendment will provide general guidance for the refinement of the setting by indicating when the setting is subject to reduction in the event of development; by describing an appropriate area to preserve the integrity of the resource; and by identifying buildings and features associated with the site which should be protected as part of the setting. It is anticipated that for a majority of the sites designated, the appropriate point at which to refine the environmental setting will be when the property is subdivided.

Public improvements can profoundly affect the integrity of an historic area. Section 24A-6 of the Ordinance states that an Historic Area Work Permit for work on public or private property must be issued prior to altering an historic resource or its environmental setting. The design of public facilities in the vicinity of historic resources should be sensitive to and maintain the character of the area. Specific design considerations should be reflected as part of the Mandatory Referral review processes.

In the majority of cases, decisions regarding preservation alternatives are made at the time of public facility implementation within the process established in Section 24A of the Ordinance. This method provides for adequate review by the public and governing agencies. In order to provide guidance in the event of future public facility implementation, the amendment addresses potential conflicts existing at each site and suggests alternatives and recommendations to assist in balancing preservation with community needs.

In addition to protecting designated resources from unsympathetic alteration and insensitive redevelopment, the County's Preservation Ordinance also empowers the County's Department of Environmental Protection and the Historic Preservation Commission to prevent the demolition of historic buildings through neglect.

The Montgomery County Council passed legislation in September 1984 to provide for a tax credit against County real property taxes in order to encourage the restoration and preservation of privately owned structures located in the County. The credit applies to all properties designated on the *Master Plan for Historic Preservation* (Chapter 52, Art. VI). Furthermore, the Historic Preservation Commission maintains up-to-date information on the status of preservation incentives including tax credits, tax benefits possible through the granting of easements on historic properties, outright grants and low-interest loan programs.



THE AMENDMENT

This amendment considers the addition of an individual historic site to the *Locational Atlas and Index of Historic Sites* and its potential designation on the *Master Plan for Historic Preservation*. The property is the Canada Dry Bottling Plant, at 1201 East-West Highway, Silver Spring, Maryland. If designated on the *Master Plan*, this resource would be protected under the County's Historic Preservation Ordinance, Chapter 24A of the Montgomery County Code.

Site #36/44 Canada Dry Bottling Plant 1201 East West Highway, Silver Spring

The Canada Dry Bottling Plant is an excellent example of Art Moderne factory design, and is relatively unaltered and displays a high level of integrity. It was designed by Walter Monroe Cory, of the New York City architectural firm Cory and Cory. This firm was in the forefront of modern architecture in America, and was well known for industrial/factory design. The Canada Dry Bottling Plant was built in the context of Silver Spring's industrial center, along the railroad tracks, and the sociology of the factory process is clearly defined in the architecture.

This brick and concrete factory, built in 1946, has an interlocking office block and manufacturing wing. The manufacturing function took place on the ground floor, while the administrative offices were on the second story. The building uses blond brick of varying sizes, as well as metal strip windows and glass block. The main entrance at the corner of East-West Highway and Blair Mill Road, protected with a concrete canopy, is marked by a two-story curving wall of glass block. There are decorative concrete panels on either side of the entrance.

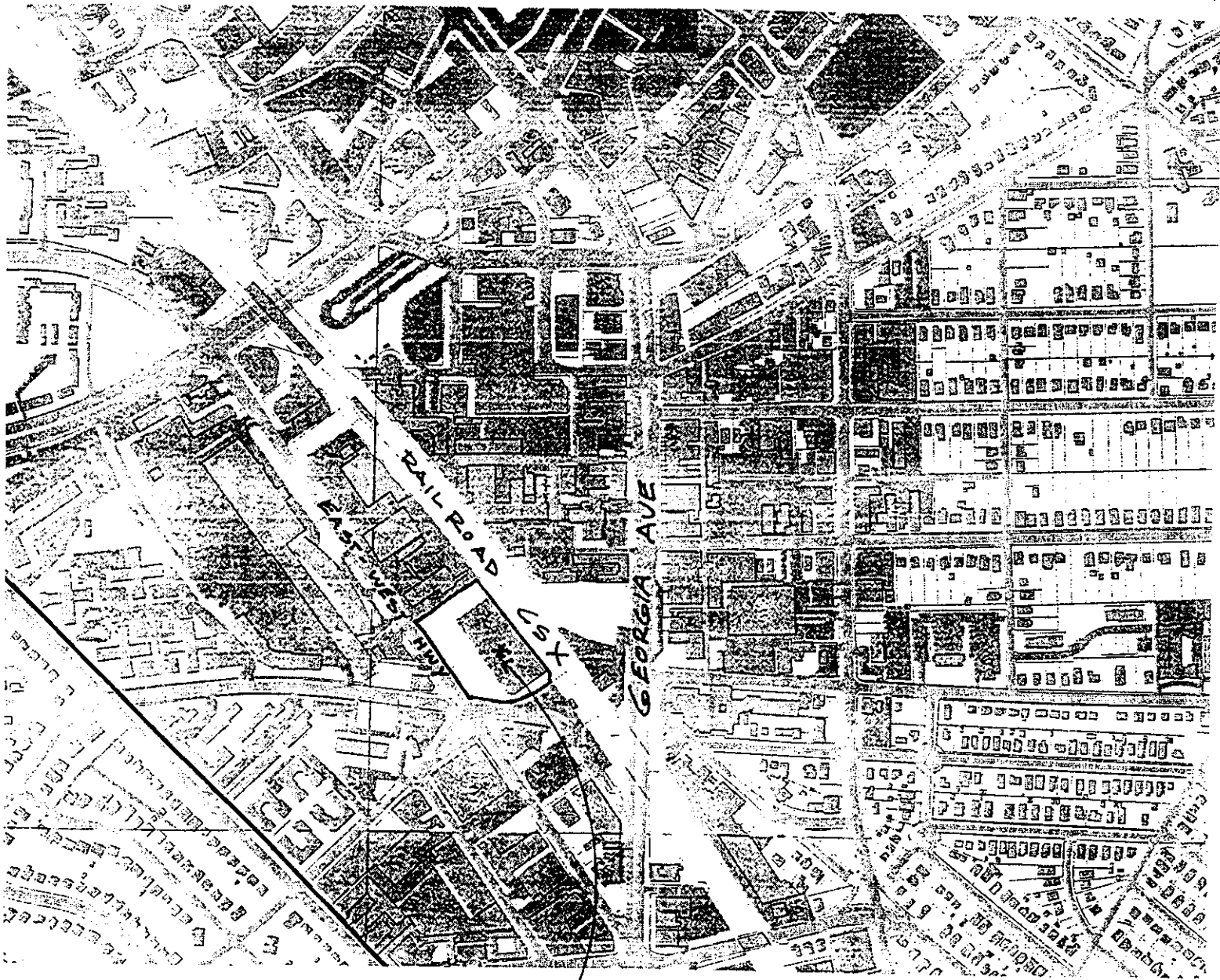
The Canada Dry building is an established and familiar visual feature in Silver Spring. The large neon signs that announce "Canada Dry" face both the railroad tracks and the public streets, and are well-known landmarks. The curving corners and strip windows, along with the use of modern building materials, such as concrete, glass block, and white metal, are all important 20th century architectural elements. When this factory was built, in 1946 after WWII, two architectural styles competed to portray the image of America. The Classical Revival style, seen in the Silver Spring Railroad Station, represented an idealization of the past; and the Art Moderne style, an offshoot of the International Style, promoted an exciting new future.

The Canada Dry Bottling Plant is a unique building in the County. When Silver Spring became Montgomery County's commercial center, very little industrial development was permitted. Since down-county development plans regularly included proscriptive language against industrial use (amongst many other proscribed activities and people), industry was a natural match with the railroad. The bottling industry involved a relatively simply production process using relatively heavy materials. These types of plants were built in high population areas near easy transportation. Silver Spring met all the criteria for this industry.

CRITERIA: 1A, 1D, 2A, 2B, 2C, 2E

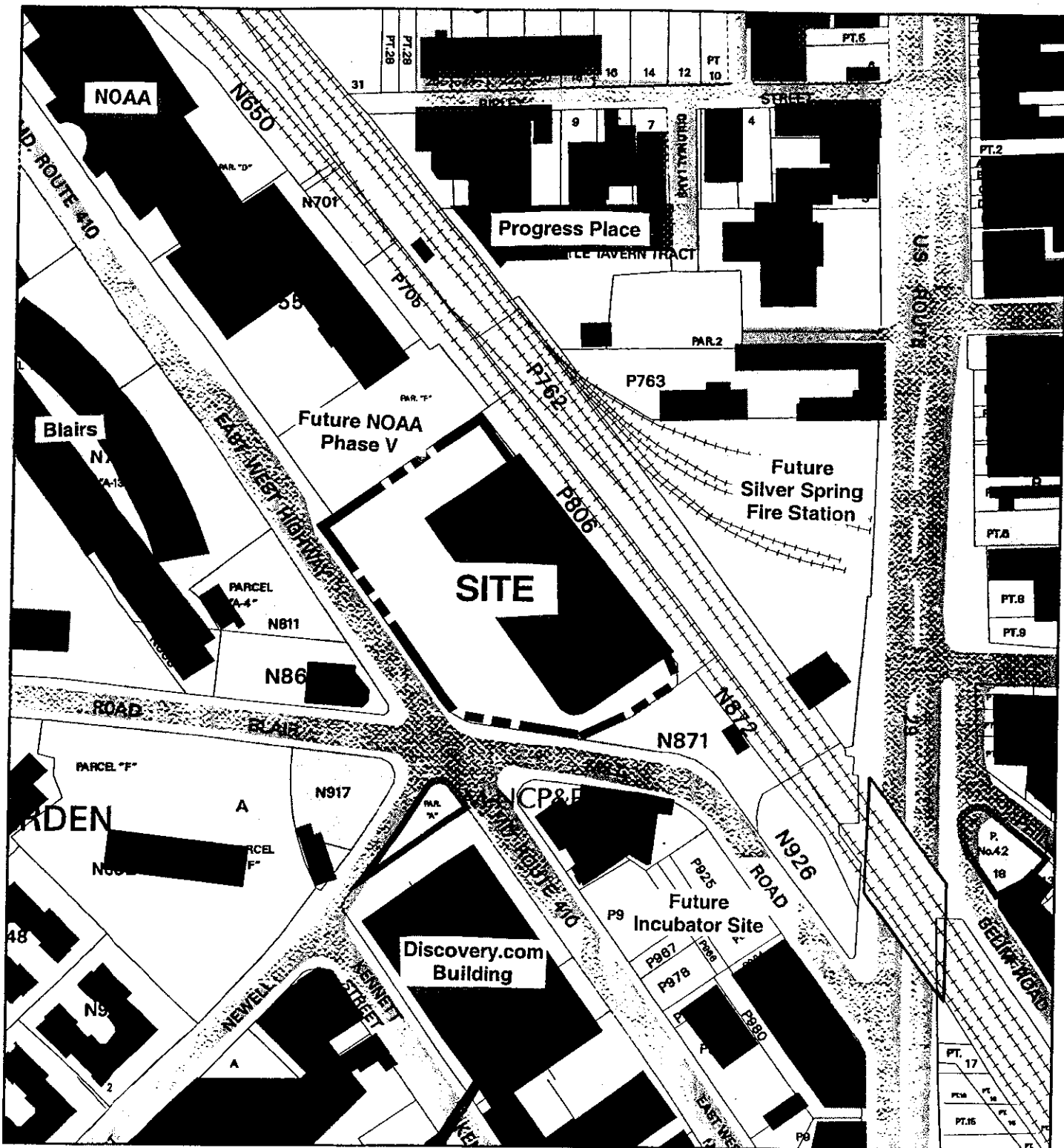
ENVIRONMENTAL SETTING: 2.93 acres, P815, tax map JN33. *New development at the site is anticipated and welcomed. Page "v" of this amendment describes the rationale for initial designation of the entire parcel as the environmental setting. This environmental setting may be reduced at the time of subdivision and/or development to accommodate rehabilitation of the historic resource and redevelopment of the site to conform with the Master Plan.*

Map of Canada Dry Bottling Plant



CANADA DRY

VICINITY MAP FOR
CANADA DRY BOTTLING PLANT



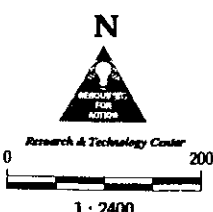
Map compiled on December 13, 2001 at 9:06 AM | Site located on base sheet no - 210NW01

NOTICE

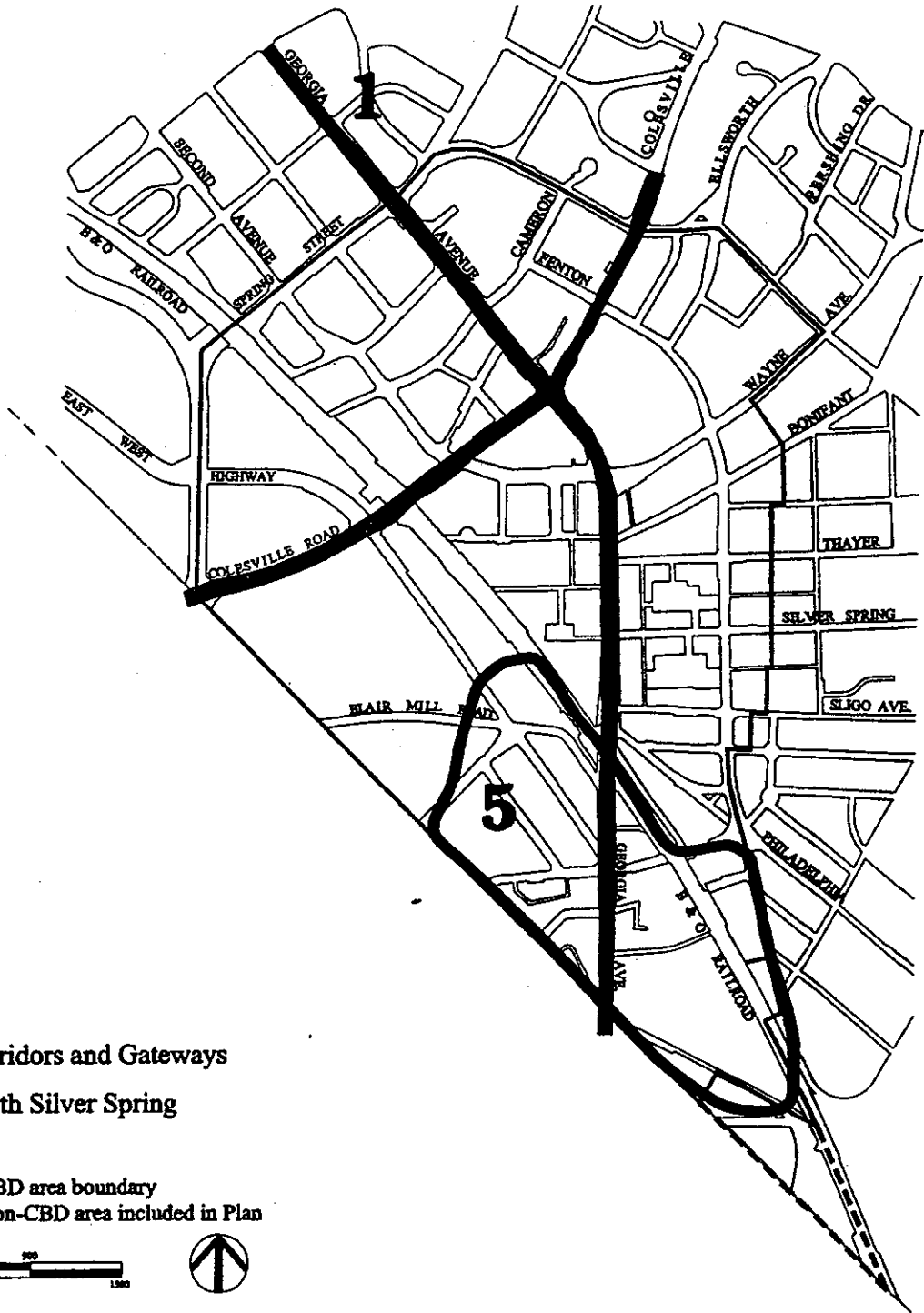
The planimetric, property, and topographic information shown on this map is based on copyrighted Map Products from the Montgomery County Department of Park and Planning of the Maryland-National Capital Park and Planning Commission, and may not be copied or reproduced without written permission from M-NCPPC.

Property lines are compiled by adjusting the property lines to topography created from aerial photography and should not be interpreted as actual field surveys. Planimetric features were compiled from 1:14400 scale aerial photography using stereo photogrammetric methods.

This map is created from a variety of data sources, and may not reflect the most current conditions in any one location and may not be completely accurate or up to date. All map features are approximately within five feet of their true location. This map may not be the same as a map of the same area plotted at an earlier time as the data is continuously updated. Use of this map, other than for general planning purposes is not recommended. - Copyright 1998

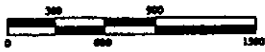


Map 17 South Silver Spring Revitalization Area

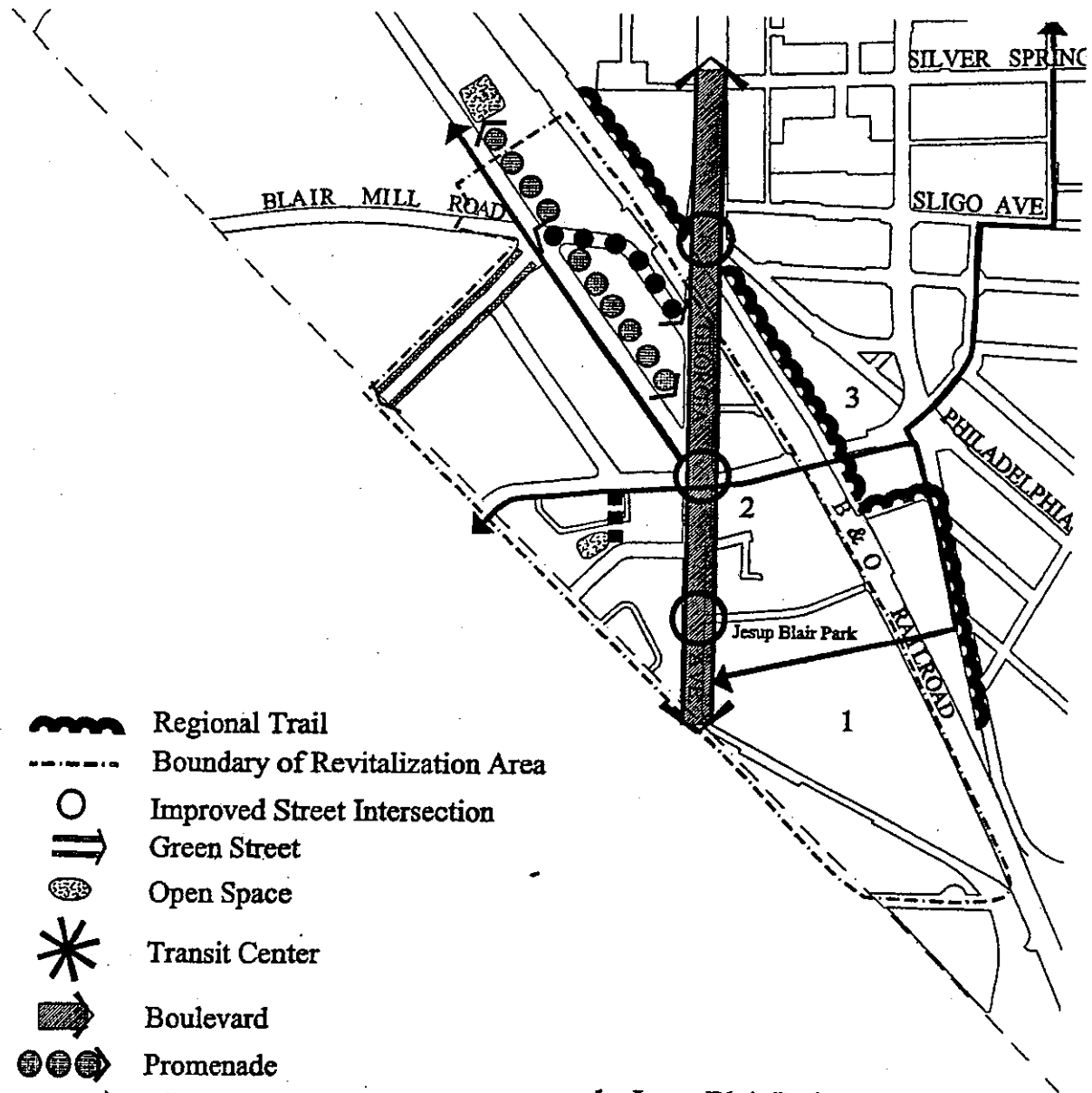


- 1. Corridors and Gateways
- 5. South Silver Spring

— CBD area boundary
- - - Non-CBD area included in Plan



Map 18 South Silver Spring Concept Plan



- Regional Trail
- Boundary of Revitalization Area
- Improved Street Intersection
- Green Street
- Open Space
- Transit Center
- Boulevard
- Promenade
- Bikeway
- Mixed Street
- New Link - Pedestrian / Bike

1. Jesup Blair Park
2. Montgomery College Expansion and Renovation
3. Metropolitan Branch Trail

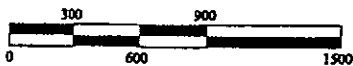
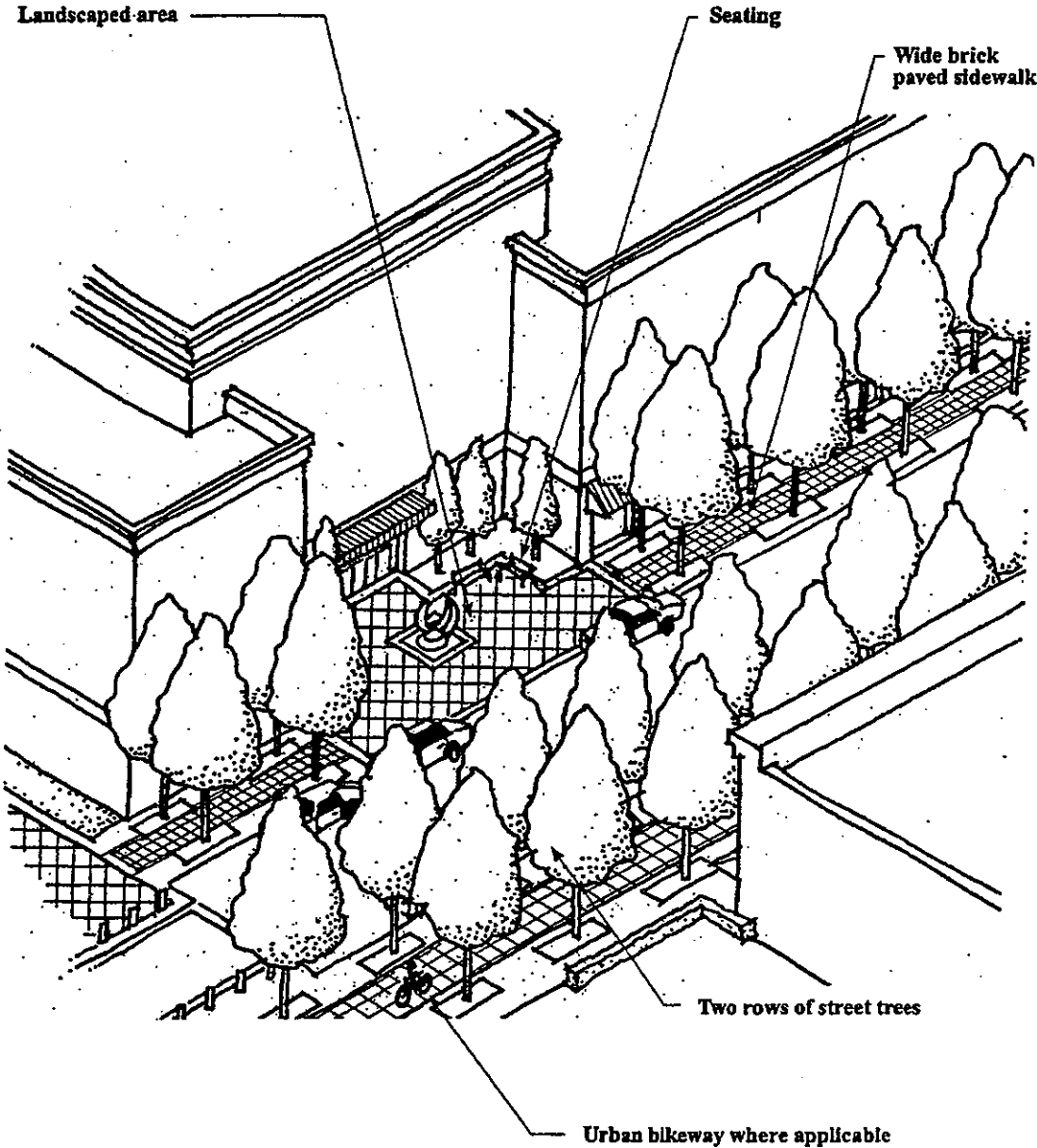


Figure 3 Promenade Streetscape Concept



Promenade streets are landscaped with a double row of trees to create distinct green, linear spaces that incorporate high-quality pedestrian and bike paths.

CONDITIONS

Staff recommends APPROVAL of Project Plan #9-92003 subject to the following conditions:

1. Allocation of Jobs

The Project Plan is limited to 25 jobs, 20 in retail.

2. Traffic Impact and Mitigation Agreement

Prior to receipt of building permits, the applicant must sign a Traffic Mitigation Agreement with the Planning Board and MCDOT and begin construction of road improvements in accordance with the requirements of Preliminary Plan #1-92097.

3. Compatibility and Human Scale Features

The following compatibility features must be studied and incorporated into the building design prior to site plan approval:

- a. The massing of the building should be studied for ways to reduce the actual and perceived height and bulk of the project. Areas to be studied include variety and articulation with a vertical emphasis in the facade treatment to break the continuity of the building, treatment of the top floors, and incorporation of setbacks into the building configuration;
- b. The townhouses must have individual, street fronting main entrances. The elevation treatment of the townhouse units should consist of details which are reminiscent of attractive urban row housing;
- c. Setbacks should be used to provide usable landscaped rooftops where appropriate; and
- d. Incorporation of elements of the original Canada Dry building facade such as the rotunda, the yellow brick, and the curved wall.

4. Improvement to Canada Dry Park

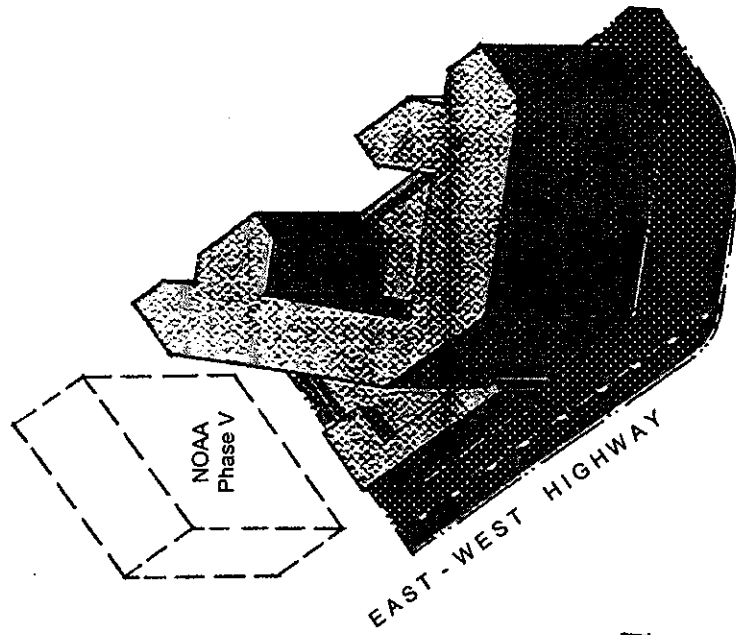
Prior to site plan approval, the applicant must include the following in the park design:

- a. Attractive garden with year-round interest and permanent planting including trees. The park must be designed around a locally symbolic theme, reminiscent of the history of the area such as the spring, the Canada Dry facility, the old train station, or the Civil War;
- b. The park must include a progression of interactive art elements, which would start at East-West Promenade and draw people through

Canada Dry Bottling Plant Redevelopment Scenarios

December 13, 2001
M-NCPPC

Attachment 8- Analysis of Redevelopment Scenarios

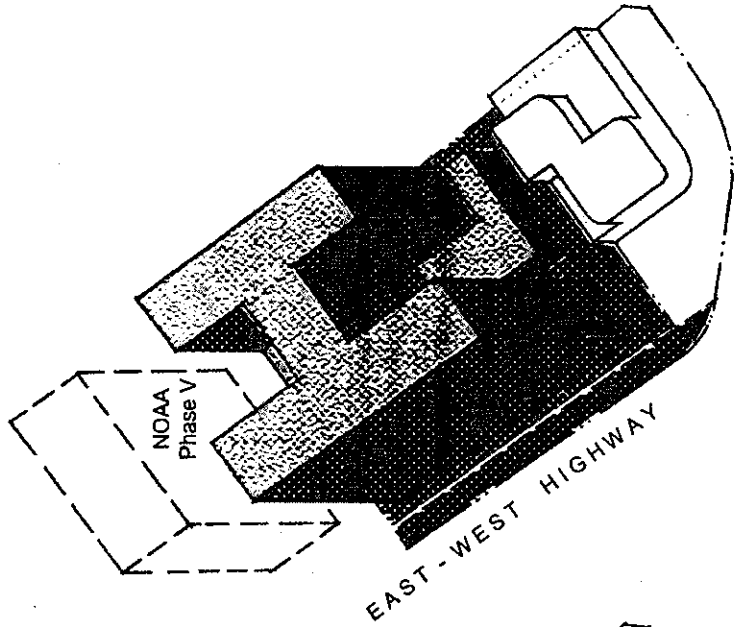


3

*(Staff Recommendation/
Previous PB Approval)*

**NO DESIGNATION
REQUIRED**

5.0 FAR

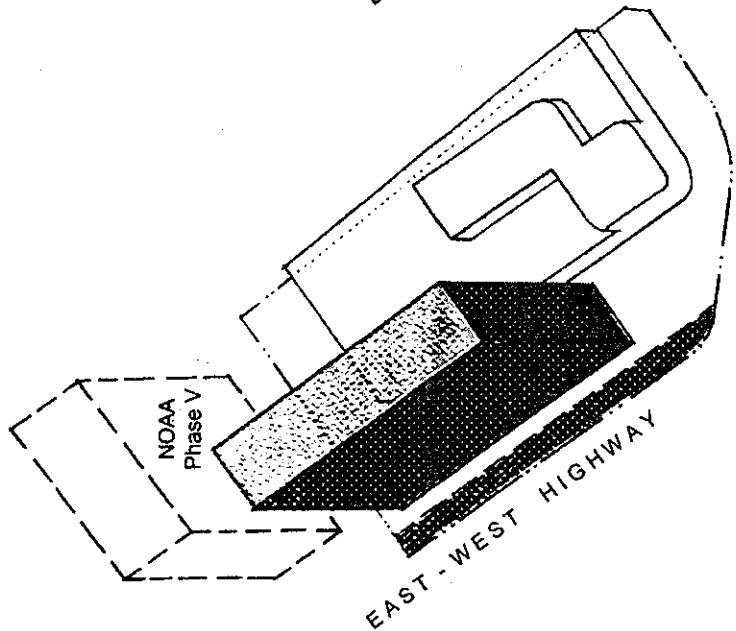


2

(Civic Group Recommendation)

**PARTIAL BUILDING &
ENVIRONMENTAL
SETTING DESIGNATION**

3.24 FAR



1

(HPC Recommendation)

**FULL BUILDING DESIGNATION
W/ REDUCED
ENVIRONMENTAL SETTING**

2.53 FAR

Canada Dry Bottling Plant

Redevelopment Scenarios Comparison Matrix

M-NCPPC

1 2 3

DESCRIPTION	EXISTING CONDITIONS	(HPC Recommendation)		(Civic Group Recommendation)		(Staff Recommendation/ Previous PB Approval)
		FULL BUILDING DESIGNATION W/ REDUCED ENVN. SETTING	FULL BUILDING DESIGNATION W/ REDUCED ENVN. SETTING	PARTIAL BUILDING & ENVIRONMENTAL SETTING DESIGNATION	PARTIAL BUILDING & ENVIRONMENTAL SETTING DESIGNATION	
Proposed Building Area to be Designated Proposed Environmental Setting Area	107,126 SF	107,126 SF	28,800 SF			N/A
	131,950 SF (3.02 AC)	131,950 SF (3.02 AC)	36,000 SF (0.82 AC)			N/A
Net Development Envelope (Optional Method)*		39,232 SF	62,360 SF			98,360 SF
Theoretical Density (Optional Method)**	107,126 SF (Existing) 0.81 FAR (2 Story)	333,926 SF 2.53 FAR (12 Story)	428,175 SF 3.24 FAR (12 Story)			659,750 SF 5.0 FAR (12 Story)
Historic Master Plan Designation Regulatory Control		Yes	Partial			No
		HPC	HPC / Planning Board			Planning Board
Primary Regulatory Process Role of the Planning Board		Historic Area Work Permit	Historic Area Work Permit/ Project Plan / Site Plan			Project Plan / Site Plan
		Advisory	Advisory / Approval Authority			Approval Authority
Extent to Which Sector Plan Vision is Achieved Quality of the Urban Design Economic Feasibility		★	★★★			★★★★★
		★★★	★★★★★			★★★★★
		★★★	★★			★★★★★

NOTES:

* Net Development Envelope includes Gross Tract Area less ROW Dedication, Public Use Requirement, Setbacks, and potential Historic Designation

** Factors that could contribute to the REDUCTION of the Theoretical Density:

1. Development Economics.
2. Additional Public Use Space requirement.
3. Structured Parking (at-grade) displaces the potential GFA.
4. Development Program affects the Building Depths.
5. Additional Building Setbacks are required for Compatibility or Safety (heavy rail).

Montgomery County Code

Part II. Local Laws, Ordinances, Resolutions, Etc.

Chapter 24A. Historic Resources Preservation. [Note]

Sec. 24A-1. Purpose.

It is the purpose of this chapter to provide for the identification, designation and regulation, for purposes of protection, preservation and continued use and enhancement, of those sites, structures with their appurtenances and environmental settings, and districts of historical, archeological, architectural or cultural value in that portion of the county which is within the Maryland-Washington Regional District. Its further purpose is to preserve and enhance the quality of life in the county, safeguard the historical and cultural heritage of the county, strengthen the local economy, stabilize and improve property values in and around such historical areas, foster civic beauty and to preserve continued utilization and pleasure of the citizens of the county, the state, and the United States of America. (Ord. No. 9-4, § 1; Ord. No. 11-59.)

CANADA DRY PUBLIC HEARING SUMMARY

A. Speakers Supporting Designation

Individual/Organization

Steve Spurlock/HPC; Mary Reardon and Jerry McCoy/Silver Spring Historical Society (nominating group); Marcie Stickle/Save Our Legacy; Maria Hoey/Montgomery Preservation, Inc.; Wayne Goldstein and Linda Lyons/Art Deco Society of Washington; Kathryn Hausman/ Art Deco Society of New York; Lorraine Pearsall and Jack Carson/Historic Takoma; Robert Nieweg/ National Trust for Historic Preservation; Charles Wolff*/Montgomery Civic Federation; Robyn Raysor*/Allied Civic Group; Elise Butler/Preservation Maryland; Richard Longstreth/George Washington University; Randall Mason/University of Maryland*; Richard Guy Wilson/University of Virginia; Anthony Lanier/EastBanc, Inc.; Richard Wagner/Gleason Associates; Nina Patel/Hanley-Wood; George French; Nancy Urban; Judy Reardon; Dale Tibbits; Carolyn Weber; Bill Burch; Marilyn Sites/ Woodside Park Civic Association; Patrick Sidwell; Bonnie Rosenthal; Michael Virts; Walter Gottlieb; Eileen McGuckian; Amy Conner and Richard Rosen

Reasons for Supporting Designation

- Building is more than 50 years old
- Building exemplifies post-War industrial development in the County
- Site meets criteria for designation in County Code
- Building is an architectural treasure
- Building is a physical landmark
- Available tax credits will help make adaptive reuse feasible
- Bottling plants are adaptable for other uses
- Inventory of buildings in CBD to determine historicity hasn't been completed yet; should declare a moratorium on demolitions
- Designating the entire site allows it to be reduced later

*Suggested partial preservation

B. Speakers Opposing Designation

Individual/Organization

Scott Reilly/County Executive Duncan; Stacy Silver and Bob Harris/ AT&T (property owner); Bob Dalrymple/JBG Company (contract purchaser); Dan Meijer/Gateway Coalition; Ray Timmerman/Greater Silver Spring Chamber of Commerce; Elnora Harvey/Silver Spring Citizens Advisory Board; Robert Blaker/Silver Spring Urban District Advisory Board; Bryant Foulger/Foulger Pratt Construction; Bruce Lee/ Lee Development Group; Barry Soorenko/The Photo Group; Arnold Kohn/The Tower Companies; Randy Boehm/Gateway Georgia Avenue Revitalization Corporation

Reasons for Opposing Designation

- Historicity of the site has been considered and rejected previously; nothing has changed
- Property had no historic role in community; Silver Spring known as a retail center rather than an industrial center
- Preservation isn't economically feasible; designation would only perpetuate urban blight
- Canada Dry warehouse is an eyesore
- Vacant buildings discourage investment in area
- Preservation should be balanced against other goals
- Need to encourage redevelopment/revitalization
- Reuse of Canada Dry isn't viable without substantial public subsidy which won't happen
- Designation will enable extremists to thwart reasonable redevelopment on site
- Adaptive reuse could occur without requiring it through designation
- Planning Board and the developer could work together to preserve significant architectural features without designating the site

